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REPORT TO PLANNING COMMITTEE

POPULATION TRENDS IN OTTAWA-CARLETON 1981-1986

INTRODUCTION AND SUMMARY

The final population and dwelling counts from the 1986 Census of Canada were recently released by Statistics Canada.

The purpose of this report is to present a brief review, based on these recently released census data, of some of the key population changes which occurred in the Ottawa-Carleton region in the 1981 to 1986 period. Further reports will be prepared based on the staged release of census data over the course of the next 18 months.

In the past five years the number of people in Ottawa-Carleton has increased more than in any similar five year period since 1961. The increase in the number of households has been second highest of any five year period since the same date. The rates of growth, i.e. percentage increases have also been high but not to the same extent. The rate of population growth has been higher than any experienced since the 1970s, while the rate of growth in dwellings has been the same as in the late 1970s but below that of the 1960s and the early 1970s. These rates reflect a high level of immigration into the region and are most likely attributable to a high rate of new job creation in the same period. Results of the department's employment survey should be available shortly to document the relationship between job creation and population and household growth for the period 1981 to 1986.

The recently released review of the official plan is premised on projections of jobs, population, household and urban land requirements to the turn of the century. In relation to these, the experience of the past five years is above the forecast level. In late 1984, Council directed that the revised draft official plan should be based on the upper end range of forecast being possibly realized during the balance of this century. What has taken place in the last five years clearly supports that decision. While future economic conditions are difficult to predict, demographic trends both nationally and within the region are more certain and indicate that fewer people and new households will be required at any given level of economic activity in the future than in the past.

DISCUSSION

Overview - Ottawa-Carleton in the context of Canadian population growth trends

The population of Canada grew by some 1,010,883 persons between 1981 and 1986 or by 4.2% (Table 1).

TABLE 1

POPULATION CHANGE
1981-86 SELECTED AREAS

	1981	1986	CHANGE	%CHANGE
Canada	24,343,181	25,354,064	1,010,883	4.2
Ontario	8,625,107	9,113,515	488,408	5.7
Quebec	6,438,403	6,540,276	101,873	1.6
British Columbia	2,744,467	2,889,207	144,740	5.3
Alberta	2,237,724	2,375,278	137,554	6.1
C.M.A.*				
Toronto	3,130,392	3,427,168	296,776	9.5
Montreal	2,862,286	2,921,357	59,071	2.1
Vancouver	1,268,183	1,380,729	112,546	8.9
Ottawa-Hull	743,821	819,263	75,442	10.1
Edmonton	740,882	785,465	44,583	6.0
Calgary	625,966	671,326	45,360	7.2
Winnipeg	592,061	625,304	33,243	5.6
Quebec	583,820	603,267	19,447	3.3
Hamilton	542,095	557,029	14,934	2.8
Metro Toronto	2,137,395	2,192,721	55,326	2.6
Ottawa-Carleton	546,849	606,639	59,790	10.9
Peel	490,731	592,169	101,438	20.7
Hamilton-Wentworth	411,445	423,398	11,953	2.9
Niagara	368,288	370,132	1,844	0.5
York	252,063	350,602	98,539	39.1
Durham	283,639	326,179	42,540	15.0

* Census Metropolitan Areas

SOURCE: Statistics Canada 1986 Census
Final Population Counts
April, 1987

The Ottawa-Carleton region grew by nearly 60,000 persons or a growth rate of 10.9 per cent, over two times the national growth rate and nearly twice as high as the population growth of 5.7 per cent which occurred in the Province of Ontario.

In fact the Ottawa-Hull census metropolitan area, which is the fourth largest metropolitan area in Canada, exhibited the highest growth rate (10.1%) of all census metropolitan areas with a population greater than 250,000.

Though the growth rate was high, Ottawa-Carleton's growth ranked only fourth highest of all Ontario regional municipalities after York, Peel and Durham. In these regional municipalities population growth rates of 39.1, 20.7 and 15.0 per cent respectively were observed in the 1981 to 1986 period.

TABLE 2

POPULATION GROWTH: OTTAWA-CARLETON 1961-1986

OTTAWA-CARLETON POPULATION

1961	1966	1971	1976	1981	1986
358,410	413,692	471,931	520,533	546,849	606,639

ABSOLUTE POPULATION CHANGE OTTAWA-CARLETON

1961-1966	1966-1971	1971-1976	1976-1981	1981-1986
55,282	58,239	48,602	26,316	59,790

ANNUAL AVERAGE POPULATION CHANGE OTTAWA-CARLETON

1961-1966	1966-1971	1971-1976	1976-1981	1981-1986
11,056	11,648	9,720	5,263	11,958

% GROWTH COMPOUND PER ANNUM OTTAWA-CARLETON

1961-1966	1966-1971	1971-1976	1976-1981	1981-1986
2.9	2.6	2.0	1.0	2.1

SOURCE : 1961-1986 CENSUS OF CANADA

Growth Rate

The population growth observed in the Ottawa-Carleton region in the period 1981-86 translates into an increase of almost 12,000 persons per year on average or a compound growth rate of 2.1 per cent. This absolute level of growth represents the largest five year increase in population observed in the last 25 years (Table 2), though not the highest in percentage growth.

What are the components of population growth which have resulted in the recent increase in rate and level of population growth in Ottawa-Carleton? Change in population in any given period is a function of births, deaths and net-migration.

The numerical difference between births and deaths is referred to as natural increase. The relative contribution of both natural increase and net-migration to population growth in the 1961-1986 period is shown in Table 3.

TABLE 3

COMPONENTS OF POPULATION GROWTH OTTAWA-CARLETON

Period	% Natural increase	% Migration
1961-1966	55.4	44.6
1966-1971	38.3	61.7
1971-1976	39.2	60.8
1976-1981	66.6	33.4
1981-1986	38.0*	62.0*

*Estimated

SOURCE: Vital statistics and Ottawa-Carleton Planning Department

It is apparent that natural increase was a larger proportion of population growth in the early 1960's than net-migration.

In the period 1966-1976 natural increase accounted for a smaller proportion of population growth than migration. This change can be attributed to declining levels of fertility associated with the "baby bust" period as well as relatively high levels of migration which occurred in Ottawa-Carleton after 1966. In the period 1976 to 1981 the relative contribution of natural increase to migration reversed, that is, natural increase accounted for nearly 67 per cent of population growth in Ottawa-Carleton. This change in the relationship was mainly related to declining levels of net migration. Natural increase has remained virtually constant since the mid 1970s.

In the first half of the 1980s fertility rates and absolute birth levels increased resulting in a "mini baby boom". This increase reflected the reproductive decisions of the aging "post-war baby boom" generation. The increase in births however was somewhat offset by increased number of deaths as more of the Ottawa-Carleton population entered the higher risk ages. Taken together, then natural increase represented an estimated 38 per cent of the five year growth in Ottawa-Carleton's population. Net migration, it is estimated, accounted for approximately 62 per cent of the nearly 60,000 person increase in population.

It is evident from the above and from previous studies undertaken by the Planning Department that the major demographic factor influencing growth in the Ottawa-Carleton region is the amount of net in-migration.

Migration is mainly influenced by the rate of job formation; other factors such as socio-cultural and political factors are also a consideration but not to the same extent as the growth in employment opportunities.

Accurate employment figures for Ottawa-Carleton are not available prior to 1971. However for the 1971-1981 period the available data suggest that there is a strong positive relationship between job creation and population growth.

The level of job creation in the 1976-1981 period was roughly one-half that of the 1971-1976 period - a period of relatively high population growth.

When the results of the Planning department's 1986 employment survey are available later this year, this relationship will be examined further and perhaps lead to a better understanding of this association. Suffice it to say that since net in-migration represented a significant component of the total growth in population for the five years ending 1986, and that since this period was one of very large increase in population that employment growth was also likely very high during this period.

One of the key elements to increased population growth in Ottawa-Carleton is the creation of more jobs.

Growth Projections

Investigation of the prospects for growth in employment and population prepared as part of the Official Plan review indicates that a population of 725,000 supported by 417,000 jobs could be reached within Ottawa-Carleton as early as the year 2001.

The population projection is based on age specific rates of fertility and mortality and an assumed level of net in-migration. The level of net in-migration assumed is dependent on the continued creation of jobs. This projection contemplates an average annual compound rate of population growth equal to 1.6 per cent during the 1980s, falling off to 1.2 per cent in the 1990s. This results in an increase of approximately 180,000 persons over the 1981 population of 547,000.

The results of the 1986 census indicate that actual population growth for the period 1981-1986 is approximately 23 per cent greater than projected for the same period and in fact accounts for over 33 per cent of the growth expected to the year 2001. Given the cyclical nature of demographic change and given the long-term view of the official plan the recent under projection of growth is not considered to be a significant deviation. For example, when the population projections were prepared (in 1981) the Ottawa-Carleton region had just experienced an economic recession, the growth level and rate experienced was the lowest recorded in the thirty years of population monitoring. The range of population projections prepared at that time for the review of the region's official plan, extended from one assuming a continuation of the then current trends in job creation to a return to higher levels of job creation similar to that reflected in population growth rates of the mid sixties and early 1970s. This period was characterised by high levels of job creation and net in-migration.

Some comments received on these projections suggested that the migration assumptions were too high, and that Council should adopt a projection which assumed net out-migration. Rather than commit to one direction and level of population change, regional planning staff prepared a range of population projections. It was staff's opinion that this range would provide an envelope of possible future populations for the Ottawa-Carleton region. In December 1984, Council directed that the new draft official plan be based on a projection at the upper end of the range of population which could occur as early as the year 2001. Experience in the period 1981-1986 indicates that this was a prudent decision.

Growth in Dwelling Units

The recently received data from the 1986 Census of Canada also provide the first counts of private occupied dwellings. In the period 1981 to 1986, over 30,500 dwellings were added to Ottawa-Carleton's housing stock. This growth translates into an average annual increase of over 6,100 dwellings or a compound growth rate of 2.8 per cent (Table 4). This five year growth represents the second highest level of construction activity for any five year period in the last twenty five years. This absolute number was only surpassed by the phenomenal construction boom which occurred in the 1971 to 1976 period.

As was discussed in the previous section, the rate of population growth projected for the future will likely taper off, as well, the rate of new household formation will also decline. However, for more age groups, the probability of an individual forming a separate household is expected to increase. The region's projection calls for the addition of over 100,000 new households by 2001. The results of the 1986 census indicate that over 30 per cent of this requirement has been added in the last five years.

As was the case in the projection of population, the adopted projection of households or dwellings falls short of the actual 1986 census results. Though in the case of the growth in households the projection underestimated the 1981 to 1986 growth by less than 6 per cent. The higher demand for housing is clearly related to the high levels of net in-migration associated with the extra ordinary growth of the last five years.

TABLE 4

GROWTH IN OCCUPIED PRIVATE DWELLINGS:
OTTAWA-CARLETON 1961-1986

YEAR	1961	1966	1971	1976	1981	1986
	92,092	112,188	138,180	174,255	200,500	231,012

ABSOLUTE CHANGE IN DWELLINGS

YEAR	1961-1966	1966-1971	1971-1976	1976-1981	1981-1986
	20,096	25,992	36,076	26,245	30,512

AVERAGE ANNUAL CHANGE IN DWELLINGS

4,019	5,198	7,215	5,249	6,102

% GROWTH COMPOUND PER ANNUM

1961-1966	1966-1971	1971-1976	1976-1981	1981-1986
3.9	4.2	4.6	2.8	2.8

Population and Dwelling Trends in Ottawa-Carleton

The 1981-1986 growth in population and occupied dwellings was not uniform throughout the region. The major share of the increase in population took place in the expanding municipalities of Cumberland, Gloucester, Kanata and Nepean (Table 5).

The fastest growing municipality in population terms was Cumberland township but the largest share of the growth in population in Ottawa-Carleton region was accounted by the City of Gloucester (28%) followed by the City of Nepean (18.6%) and the Township of Cumberland (18.1%). The City of Vanier declined in population during the same period. Of note, is that over 90 per cent of the growth in Ottawa-Carleton's population took place outside of the Cities of Ottawa and Vanier and the Village of Rockcliffe Park.

TABLE 5

POPULATION FOR OTTAWA-CARLETON 1981-1986

MUNICIPALITY	1981	1986	81-86 CHANGE	% CHANGE	% OF RMOC GROWTH
Cumberland	16,177	26,999	10,822	66.9	18.1
Gloucester	72,859	89,810	16,951	23.3	28.4
Goulbourn	9,559	12,303	2,744	28.7	4.6
Kanata	19,728	27,519	7,791	39.5	13.0
Nepean	84,361	95,490	11,129	13.2	18.6
Osgoode	9,360	11,197	1,837	19.6	3.1
Ottawa	295,163	300,763	5,600	1.9	9.4
Rideau	9,052	10,271	1,219	13.5	2.0
Rockcliffe Park	1,869	2,033	164	8.8	0.3
Vanier	18,792	18,426	- 366	-1.9	-0.6
West Carleton	9,929	11,828	1,899	19.1	3.2
Ottawa-Carleton	546,849	606,639	59,790	10.9	100.0

BASED ON 1986 AREA

SOURCE: DERIVED FROM STATISTICS CANADA
1986 CENSUS FINAL COUNTS
APRIL, 1987

The predominantly rural municipalities of Goulbourn, Osgoode, Rideau and West Carleton grew by 20.3 per cent which was nearly 13 per cent of the total growth in the Region's population.

The fastest growing municipality in dwelling terms was the Township of Cumberland but the largest share of total growth in dwellings was accounted for by the City of Ottawa (30%) followed by the Cities of Gloucester and Nepean at 22.1 and 17.5 per cent respectively (Table 6).

TABLE 6

OCCUPIED PRIVATE DWELLINGS OTTAWA-CARLETON REGION BY MUNICIPALITY, 1981-1986

MUNICIPALITY	1981	1986	CHANGE 1981-86	% CHANGE	% OF RMOC GROWTH
Cumberland	4,635	7,911	3,276	70.7	10.7
Gloucester	21,475	28,229	6,754	31.5	22.1
Goulbourn	2,940	3,942	1,002	34.1	3.3
Kanata	5,675	8,387	2,712	47.8	8.9
Nepean	26,670	31,998	5,328	20.0	17.5
Osgoode	2,830	3,492	662	23.4	2.2
Ottawa	121,705	130,883	9,178	7.5	30.1
Rideau	2,790	3,235	445	16.1	1.5
Rockcliffe Park	570	719	149	26.1	0.5
Vanier	8,085	8,398	313	3.9	1.0
West Carleton	3,125	3,818	693	22.2	2.3
Ottawa-Carleton	200,500	231,012	30,512	15.2	100.0

SOURCE: STATISTICS CANADA, 1981 AND 1986
CENSUS OF CANADA

The four rural municipalities of Goulbourn, Osgoode, Rideau and West Carleton accounted for over 9 per cent of the growth in the Region's housing stock for the period 1981 to 1986.

The population and dwellings relationship and trends observed in the City of Ottawa and in the four municiplities of Cumberland, Gloucester, Nepean and Kanata indicate that the trends noted in the work upon which the Official Plan review is based namely, that household size is falling is borne out by these recent census figures. Average household size in the Ottawa-Carleton region has fallen from approximately 2.7 persons per unit in 1981 to an estimated 2.6 persons per unit by 1986.

The long term trend to smaller households will likely continue and is projected to decline from 2.7 persons per unit in 1981 to 2.4 by the year 2001.

The above is for the information of the Planning Committee.

J.M. Wright,
Planning Commissioner.